PLANNING, PROGRAMMING AND
BUDGETING FOR NAVY CHAPEL
CONSTRUCTION

SUBMITTED BY:

PATRICK FRANCIS SWEENEY

PLANNING, PROGRAMMING AND
BUDGETING FOR NAVY CHAPEL
CONSTRUCTION

SUBMITTED BY:

PATRICK FRANCIS SWEENEY

PLANNING, PROGRAMMING AND BUDGETING FOR NAVY CHAPEL CONSTRUCTION

by

Patrick Francis Sweeney

Bachelor of Arts

College of the Holy Cross

Worcester, Massachusetts

1943

Submitted to the School of Government and Business Administration, the George Washington University in Partial Fulfillment of the Requirements for the Degree of Master of Business Administration

April 28, 1967

Approved by Harry Robert Page, Ph.D.
Associate Professor of Business Administration

TABLE OF CONTENTS

LIST OF TABLES AND DIAGRAMS

Table — Page

Diagram

LIST OF ACRONYMS

ASN (I and L)	Assistant Secretary of the Navy for Installations and Logistics
BFRL	Basic Facilities Requirement List
BuBud	Bureau of the Budget
BuMed	Bureau of Medicine and Surgery
BuPers	Bureau of Naval Personnel
CAB	Chief of Naval Operations Advisory Board
CNM	Chief of Naval Material
CNO	Chief of Naval Operations
DPWO	District Public Works Officer
EPP	Navy Effective Program Projections
JCS	Joint Chiefs of Staff
MCRB	Military Construction Review Board
MOBCON	Mobilization Construction Plan
NLCP	Navy Logistics Capabilities Plan
NOP	Navy Objective Plan
OPNAV	Office of Chief of Naval Operations
PersM	Personnel Section M of Bureau of Naval Personnel
PO	Navy Program Objectives
SecDef	Secretary of Defense
SecNav	Secretary of the Navy

INTRODUCTION

A chapel on a naval base is a sacred building dedicated to divine worship. It is a building that may be used by all for public worship.[1] Man in general, and Americans in particular, because of our heritage, have always felt a need to set aside a holy place for worship in which the presence of God might be felt in a special way. It is for this reason that U. S. Navy regulations include the following:

1. Divine services shall be conducted on Sundays, if possible.
2. All assistance and encouragement shall be given to chaplains.
3. A suitable space shall be designated and properly rigged.
4. The religious tendencies of individuals shall be recognized and encouraged.[2]

Thus commanding officers have the responsibility and obligation to provide military personnel under their jurisdiction with adequate facilities for spiritual support.

The question addressed in this paper is "Does the U. S. Navy have a viable and consistent approach to its chapel construction

---

[1] Gordon Henry Albion, The Church in the Modern World (New York: Hawthorn Publishing Co., 1963).

[2] United States Navy Regulations, chap. vii, sec. 1, art. 0711.

program?." The operating forces of the military services are often plagued with definitive instructions from higher commands. Systems are designed by the planners at the top and often ignore the manager at the operating level, the manager in this case being the base chaplain. This paper will try to stress the importance of planning, programming and budgeting at the operational level, with this information then passing on up to the Pentagon level so that chapel programs are "bottom-to-top" oriented and not vice versa. To properly orient such programs should result in financial savings as well as increased operational efficiency. As Robert N. Anthony stated the problem three years before he was appointed Assistant Secretary of Defense (Comptroller):

> What the system should do is make the operating manager at all levels concerned about . . . worried about . . . the resources he uses . . . . An internal source of difficulty is the tendency of systems' planners to go at the job backwards. Many efforts start at the Pentagon or major command level and are overly concerned with the management needs at that level. The resulting system is designed more to meet these needs than the needs of operating executives in the field, where the money is actually spent. A consequence of the top-down approach is that it is necessarily piecemeal because the complexities at the Pentagon level are so great that it is not feasible to take all of them into account in designing a single system. Sometime might it not be interesting to try the opposite approach?
>
> Concentrate on the question: What management tools are really helpful in planning and controlling the operations of this base? It might just turn out that the information really helpful at base level provides all the building blocks for information and control needed at higher levels.[3]

---

[1] Robert N. Anthony, "New Frontiers in Defense Financial Management," The Federal Accountant (June 1962), p. 23.

Dr. Anthony is currently seeking systems that provide information useful to the lower levels of command in the Department of Defense, where the nation's defense dollars are actually spent.

Data for this research paper was obtained from:

1. Interviews with key personnel in the Office of the Chief of Chaplains; interviews with key officials in the military construction program at the managing agency level of Bureau of Naval Personnel, Facilities Systems Command, Chief of Naval Operations, and Air Systems Command.
2. An analysis of the applicable instructions, promulgated by the Office of the Secretary of Defense, establishing the criteria and design for chapel construction.
3. The experience of the author as an operational chaplain from 1956-1966.

These elements are combined to portray the system of chapel construction, planning, and programming as it presently operates and also to determine the requirements of each level of command for information needed to present an improved program from the operational level up.

The following hypotheses are stated:

1. The criteria for the establishment of all Navy chapels and religious educational facilities as set by the Office of the

Secretary of Defense are not practical.

2. That chapel construction requirements are made to compete with operational requirements of bases, which is unrealistic.

Definition of Terms

1. Shore Activities System Planning.--The planning for the entire system or network of individual activities required to implement the broad area of responsibilities of a management bureau or office. System planning includes the determination of the number, type, and location of shore activities of the Naval Establishment and of the mission, tasks, and workload to be assigned to each one.

2. Shore Activities Item Planning.--The determination of the facility requirements for individual shore activities of the Naval Establishment, the evaluation of the adequacy of existing real property to satisfy these requirements, the determination of facility deficiencies or excesses, the provision for maximum utilization of existing facilities, the translation of deficiencies into requirements for construction, and the initiation of disposal action on excess properties.

3. Technical Planning.--The determination of the land and other facilities which will satisfy military operational requirements. It includes: analysis and evaluation of land, water area, and airspace; site selection; determination of buildings, structures, and other improvements best suited to satisfy the facility requirements; design of the

physical arrangement of the facilities; and assurance of the engineering and construction feasibility of the proposed development.

4. Sponsor.--The Chief of Naval Operations, Commandant of the Marine Corps, or chief of a bureau or office of the Navy Department who is responsible for issuing lists of basic facility requirements and for presenting and justifying construction requirements.

5. Commandant.--A term to signify commandants of naval districts and river commands; chief of naval air training; commanders of naval forces in Japan, the Philippines, and the Marianas; commander naval force, Atlantic Fleet; and Commander-in-Chief, U. S. Naval Forces, Europe.

6. DPWO.--An acronym to signify district and area public works officers and division directors of the Bureau of Yards and Docks.

7. Naval Shore Activity.--A unit of the Naval Establishment of distinct identity, and established ashore under an officer in command or in charge. It consists of personnel plus an organizational structure to perform a specific function or mission, supplemented by such facilities as may be assigned for their use.

8. Installation.--The aggregate of the facilities assigned to a naval shore activity. It consists of real property only and excludes the personnel and organization of a naval shore activity.

9. Facility.--A separate, individual building, structure, or other item of real property, including land, which is subject to separate

reporting under the Department of Defense real property inventory.

10. Facility Requirement.--The facilities required by an activity to perform its mission, tasks, and functions and to support assigned forces. Facility requirements are expressed normally as quantities of land, water front space, easements, types of buildings and structures, capacity of utilities, et cetera, in terms of units of measure. A facility requirements is an abstract specification and is not identifiable with a particular building or structure.

11. Line-item.--A statement of a construction requirement for a facility or group of like facilities in terms of a category code number, title, unit of measure, quantity required, estimated cost, description, justification, et cetera. A line-item will consist of only those elements necessary to produce a functional entity. It usually has a clearly dominant feature (the principal construction feature) such as a single building or structure, as a chapel, or a group of barracks.

12. OPNAV.--The office of the Chief of Naval Operations together with his staff.

CHAPTER I

HISTORY OF NAVY CHAPEL CONSTRUCTION

Planning, programming and budgeting for Navy chapels as we know it today, is a relatively new procedure even though the history of the Chaplain Corps itself dates back 191 years. The oldest extant naval chapel in the United States is St. Peter's Chapel at Mare Island, California. It was erected in 1901 with a $5,000 fund set aside by the Appropriation Act of 1900.[1] This was the first chapel built by government funds on any Army or Navy installation to be used for both Catholic and Protestant worship. The next appropriation by Congress for the erection of a chapel on a Navy installation was not until May 4, 1940 when $150,000 was funded for the chapel at the Naval Operating Base, Norfolk, Virginia.[2]

An interesting flyer of May, 1930, from the Puget Sound Navy Yard,[3] illustrates how a few chapels were built with scrap materials and volunteer labor.

---

[1] History of Chaplain Corps. Vol. I. NAVPERS 15807.

[2] History of Chaplain Corps. Vol. VI. NAVPERS 15936.

[3] Appendix A.

Little was done to provide adequate chapels for Naval personnel prior to Pearl Harbor. Interest in obtaining large appropriations from Congress for chapels at Naval installations throughout the country was quickened in March, 1941, when Congress voted $12,816,880 for 604 Army chapels, an average of $21,200 per chapel.[4] This appropriation for Army chapels implied a willingness on the part of the Government to build similar structures for the Navy. The first Naval chapel to be built by a government appropriation outside the continental limits of the United States was the chapel at Coco Solo, Canal Zone. An amount of $35,000 was included in the first supplemental Naval Defense Act of October, 1941, for this purpose.

No uniform policy was followed during the World War II period regarding the securing of appropriations for chapels. In some instances, provision was made in the first overall appropriation for a new installation, as at the three great training stations at Sampson, New York; Farragut, Idaho; and Bainbridge, Maryland. When no provision was made in the original development of a Naval station, funds were often secured later by an additional public works appropriation.

Provision for six Navy chapels was included in the appropriation act of February 1942; 11, in the Act of 28 April; and one, in that of 6 August--making 18 approved in 1942.[5] The list is shown in Table 1.

---

[4] History of Chaplain Corps. Vol. VI. NAVPERS 15936.

[5] _Ibid._

TABLE 1

CHAPEL CONSTRUCTION FEBRUARY-AUGUST 1942

Location	Amount	Date funds were voted[a]
Navy Yard, Charleston, S. C.	$ 50,000	7 February 1942
NOB, Norfolk, Va. (extension of chapel)	$ 100,000	Do.
Navy Yard, Pearl Harbor, T. H.	160,000	Do.
Navy Yard, Philadelphia, Pa.	135,000	Do.
NTS, San Diego, Calif. (2 chapels)	110,000	Do.
NOB, Balboa, C. Z. (chapel and library)	57,000	28 April 1942
Navy Yard, Portsmouth, N. H.	40,000	Do.
NAS, Alameda, Calif.	60,000	Do.
Marine Corps Base, San Diego (Camp Elliott), Calif.	120,000	Do.
NAS, Norfolk, Va. (2 chapels)	120,000	Do.
Receiving Station, Treasure Is., Calif.	60,000	Do.
NAS, Banana River, Fla. (400)	60,000	Do.
Naval Hospital, Chelsea, Mass. (200)	57,000	Do.
MCAS, Cherry Point, N. C. (600)	80,000	Do.
NAS, Norman, Okla. (200)	40,000	Do.
NAAS, Oakland, Calif. (200)	40,000	6 August 1942

[a] Statistics of appropriations for chapels for 1942 and following years were supplied by the Material Section of Planning and Control Activity, Bureau of Naval Personnel.

As would be expected there was a critical shortage of building materials during the war years and, as an emergency measure, drill halls, theaters, and other general purpose buildings were adapted for Sunday divine worship. When the Public Works Authorization Bill of 1943 was under discussion by the committees of the House and the

Senate, items for new chapel construction, which had been deleted, were reinstated. The attitude of members of Congress reflected the growing public sentiment that the use of mess halls, theaters, drill halls, and warehouses for divine services was not in keeping with the religious standards demanded by the American people. In 1943 appropriations totalling over $1,280,000 were made for the erection of thirty chapels. In 1944 twenty-seven chapels were authorized under appropriations which totaled $1,589,000.[6]

Postwar developments did not terminate the chapel building program but naturally the demand was not as great. Eight chapels were authorized in 1945, three in 1946, and five in 1947. Thus as of 1 September 1947 there were 111 chapels on naval installations as compared with the two as of 1940.

Before 1940 there was little thought given to chapel construction as the combined personnel strength of the Navy, Marine Corps, and Coast Guard totaled only 157,246 as of September 30, 1939.[7] The ships at sea had chaplains but while in port most military personnel lived in the civilian community and thus belonged to local civilian parishes. By V-J Day, 1945, Navy, Marine Corps, and Coast Guard personnel numbered 4,056,000. Since 1951 the numerical strength of the Navy and Marine Corps has remained at between 950,000 to 1,000,000.[8] Today

---

[6] Ibid.

[7] Ibid.

[8] Information Please Almanac, 1966 ed. Washington Evening Star.

naval installations have their own housing facilities and barracks. Many installations are isolated from the nearest civilian community and consequently require chapels to round out the spiritual and moral needs of the personnel stationed there.

The chapels constructed during the war years were often of flimsy construction and temporary in nature costing $50,000 or less. Little thought was given to the appropriateness of the chapel program as to size, cost, efficiency, future needs, or permanent usage. Today in this era of "shrinking dollars" every manager must give attention to planning, programming, and budgeting. The value the Navy receives for its funds depends upon the integrity, common sense, conceptual ability, and practical planning of the managers who spend the money. Funds must be expended wisely and for essential purposes only. In chapel planning the operational chaplain must take the lead in setting up an accurate program using historical facts and experience to guide him in submitting realistic requests to the Department of Defense so that chapel needs are met through congressional budgets and appropriations.

All people like to execute a project, few like to plan. Yet the best justification must come from the user for he knows the need better than anyone else. It takes an intelligent application to local conditions to advance the firm foundation upon which a facility should be planned and programmed. The user cannot simply state "They need it because

they need it.'' The following chapters will prove why a validated list of proposed construction items is essential.

CHAPTER II

FOUR METHODS OF PROGRAMMING FROM WORLD WAR II UNTIL THE PRESENT

Master Shore Station Development Plan Program

After World War II each naval shore activity was faced with a peculiar problem in that the peacetime Navy was to be much larger than before the war. Each activity had many temporary buildings that had to be replaced, yet money was scarce. In the forties the first effort at planning was called the Master Shore Station Development Plan Program. This program contained information as to the physical location of a building, when it was built, its primary usage, and what was needed, but it did not project a priority of need planned over a number of years.

> For which of you having a mind to build a tower, doth not first sit down, and reckon the charges that are necessary, whether he have the wherewithal to finish it.[1]

Five-Year Shore Facilities Plan

In the fifties in order to provide a better basis for determining the budget requirements for military construction, the Five-Year Shore

---

[1] Luke. 14:28.

Facilities Plan was formulated. Its intent was to make activities develop the concept of a program that projected military construction requirements for a five-year period. In this plan, the bureau sponsoring an activity would forward to the Chief, Bureau of Yards and Docks, a five-year program gleaned from the various Master Shore Station Development Plans. Each class sponsor submitted to the Chief of Naval Operations (OP-44) by 1 December the programs which were to be considered by the CNO Shore Station Development Board in formulating a five-year military construction program.[2] Each line-item had the following priority code:

Urgent: needed this year.

Essential: needed in second year .

Important: needed in third year.

Long Range: needed in fourth and fifth years.

This system was the first effort at providing a means of insuring that military construction had an accurate and adequate plan and program.

Secretary of the Navy Instruction 11010.2A

On 27 April 1960, with the publication of Secretary of Navy Instruction 11010.2A, a new concept for the Shore Facilities Planning System was prescribed. It provided for the necessary degree of

---

[2] Interview with Mr. James Breneman, Real Estate and Development Section, Air Systems Command.

coordination of planning within the entire naval establishment. Another purpose was to prepare the requirements of a military construction plan covering a five-year period. Prior to fiscal year 1961 Military Construction, Navy, was based upon the first-year increment of the five-year requirements plan and was limited in scope to the level of funds normally available annually. The program covered only a one-year period for each submission.

Secretary of the Navy Instruction 11010.5

The promulgation of Secretary of the Navy Instruction 11010.5 of 2 March 1962, made a fundamental change in the method of compilation of the Navy programs. Instead of being prepared on a one-year basis they will now be compiled for the current fiscal year, the budget fiscal year, and the ensuing four fiscal years reflecting the latest program decisions made by the Secretary of Defense. The change in Navy programming has indicated the need for closely integrated shore facilities' planning and programming to provide for factual facility requirements within designated program limitations. The following sequence indicates the new programming concept:

1. The Effective Program Projections (EPP) Fiscal Year '66 contains program information for Fiscal Year '65 (current year), Fiscal Year '66 (budget year), and Fiscal Year '67 through Fiscal Year '70 (ensuing four years).

2. The EPP Fiscal Year '67 contains program information for Fiscal Year '66 (current year), Fiscal Year '67 (budget year), and Fiscal Year '68 through Fiscal Year '71 (ensuing four years).
3. The EPP Fiscal Year '68 similarly will project programs through Fiscal Year '72.

The basic philosophy behind a shore facility planning and programming system, in which the base chaplain participates, is to ensure that the effort and funds expended for shore facilities are in proper balance with the support requirements generated by the approved programs of the Navy as a whole. Accordingly, plans for shore facilities must be based upon an austere and realistic approach to satisfying essential supporting programs. The military construction program is probably the most closely monitored of all Navy programs. Items of construction are authorized on a line-item basis which makes it a matter of public record as to what military construction projects will be undertaken during the ensuing year. Thus, they should not become a means for the over-development of shore facilities to satisfy the whims or desires of individuals. Planning in each of its successive steps must adhere to true needs and not encompass Utopian goals that are financially unattainable. This new approach has the following three advantages:

1. Considerable savings in man hours and paperwork previously wasted on speculative planning.

2. A better chance of funding.
3. In the long-range the maximum benefit will be derived with the minimum of effort.

The base chaplain should stress the following points, which will be most closely examined throughout the chapel program review:

1. The chapel line-item is intended to correct a deficiency in the capability of his activity to meet its mission. State the deficiency and show what facilities are available and what facilities are needed.
2. Show how the chapel will promote efficiency by making the station more livable for its personnel.
3. Demonstrate that the pricing of the program is reasonable as compared with other similar programs both military and civilian.
4. Show that program objectives are in agreement with respect to size and scope of program.

This brief chapter on planning methods of chapel construction illustrates the many changes that have occurred in this field. The changes in specific planning procedures have been even more frequent. These will be included in the requirement justifications discussed in the next chapter.

CHAPTER III

PRESENT CHAPEL CONSTRUCTION PROGRAM FLOW PROCEDURE

The Department of Defense has in effect an instruction governing chapels which sets a prescribed space criteria based on the number of military personnel aboard a station; for example, if a station has 3,001 to 5,000 population, it is allowed (1) 600 seat chapel, or (2) 300 seat chapels. The gross square footage of a 300 seat chapel is 8,100 square feet or of a 600 seat chapel, 12,000 square feet. The same station would be allowed a religious educational facility with maximum gross square footage of 5,000 square feet. (Table 2.) However, if the station chaplain uses only this criteria as a basis for his needs, chances are his station will not have an efficient and effective chapel complex. Moreover, if he uses this as his sole basis of need, it is very probable funding will not be appropriated because the program will be deferred along the chain of command.

In his justification the base chaplain must prove with facts that he has made a searching look within the areas of his station's mission, a broad look around as to alternative courses of action, and

TABLE 2

DEPARTMENT OF DEFENSE CRITERIA

DOD INST. 1330.3

4 September 1963

K. CHAPELS AND RELIGIOUS EDUCATION FACILITIES

Chapels. The number and sizes of chapels, which may be provided at an installation in accordance with the maximum allowances shown below, shall be based on the installation population, comprised of the military and civilian personnel assigned to the installation, and their dependents.

Religious Education Facilities. The gross area of the religious education facilities which may be provided at an installation shall be based on the firm projected minor dependent population, but such area shall not exceed the maximum allowances shown below for the total installation population.

Installation Population	Chapels Number and Sizes	Religious Ed. Facils. Gross Sq. Ft. Area
Up to 500	Provide in other facilities	
501 - 1,000	(1) 150 seats	2,620
1,001 - 3,000	(1) 300 seats	3,855
3,001 - 5,000	(1) 600, or (2) 300 seats	5,000
5,001 - 7,000	(1) 600, and (1) 300 seats	6,100
7,001 - 10,000	(1) 600, and (2) 300 seats	8,800
10,001-15,000	(1) 600, and (4) 300 seats	13,100
15,001-20,000	(2) 600, and (4) 300 seats	17,500
20,001-25,000	(2) 600, and (5) 300 seats	21,900
25,001-30,000	(2) 600, and (6) 300 seats	26,300
Over 30,000	(2) 600, and (7) 300 seats	30,700

The above chapels, exclusive of religious education facilities, shall not exceed the following space allowances. Appropriate individual offices and common administrative space required

TABLE 2--Continued

Installation Population	Chapels Number and Sizes	Religious Ed. Facils. Gross Sq. Ft. Area

for chaplains of the various faiths shall be provided within these allowances.

Chapel Size	Gross Sq. Ft. Area
150 seats	5,800
300 seats	8,100
600 seats	12,000

a long look ahead as to future needs.[1] He must not use numbers only but must bring forth the particular data applicable to his base such as:

1. Availability of civilian community facilities.
2. Liberty consideration: Is it an isolated station or located in close proximity to a city?
3. Is it a base with unmarried personnel or are there a large number of dependents? This should in particular determine the religion educational facility size.
4. Is the station permanent, semi-permanent, or temporary?

---

[1] Ewing W. Reilly, "Planning Strategy of Business," Readings in Management, ed. Max D. Richards and William A. Neilander (Cincinnati: Southwestern Press Publishing Co., 1963).

5. What is the projected scope of operations?

The personnel aspect of facilities planning must be emphasized. The social climate today is far different from that of the thirties and forties. Due to our higher standards of living, officers and enlisted men in the Navy, Marine Corps and Coast Guard are accustomed to living conditions better than the Navy has provided in the past. There is a profound difference in the marital status of enlisted men of the Navy compared to past years. More of them are married, they marry earlier, and they have more children. In the top three enlisted pay grades, three out of four are married.[2] Because the Navy is an employer competing in a tight labor market it must provide decent living conditions, including spiritual facilities. This today is a key factor in promoting reenlistment. The chaplain should point out that items providing improvements of personnel support help to increase military readiness and operating efficiency because they promote reenlistments, reduce personnel turnover, and thereby minimize replacement training costs.

In this time period we constantly read about the programs for the "Great Society." This program should aid the chaplain in requesting and obtaining proper and adequate religious facilities because Congress is more aware of the military man's social needs. There are nine major programs in the Department of Defense Program-Budget

---

[2] OPNA VINST 11010.1D of 30 July 1962.

Structure.[3] Program VIII is entitled "General Support" and this is the program area of chapel construction. The question of the proper distribution of the costs of supporting activities has been troublesome to planners because supporting activities are not in themselves output oriented in the same sense as an aviation squadron, but their costs must be allocated on some appropriate basis to the proper program elements. The result of this problem is that chapel programming and funding compete with runways, hangars and other operational facilities. The natural consequence is that the chapel program has lagged behind in receiving appropriations. Today with the social concerns a number one topic, a good chapel plan and program, will receive favorable consideration along with the runway or hangar.

To stress the importance of proper planning, programming and budgeting before a chapel is funded by an appropriation one must trace the Shore Activities Systems Planning as it applies to a Navy chapel in particular.[4,5]

It begins with the submission of OPNAV Form 1100.1[6] which is

---

[3] Hearings on Military Posture and H. R. 9637, House of Representatives, 88th Congress, 2d Sess., Secretary of Defense Robert S. McNamara.

[4] Appendix B.

[5] Interview with Commander Robert Sante PERS/M, Bureau of Naval Personnel.

[6] Appendix C.

called the Basic Facility Requirements List. Each activity has its assigned missions and tasks to perform and the commanding officer and his department heads, chaplain included, must justify their needs with sound data. This form is the beginning reference point for all other forms and subsequent tabulation of data. The chaplain at this stage is the staff specialist for his commanding officer and together with the station public works officer submits the chapel complex plan. Objectivity and coordination at this level cannot be emphasized too much.

The Basic Facility Requirements List (BFRL) is then forwarded to the district public works officer for technical and engineering evaluation. This evaluation will examine the type of construction, consider such factors as safety of life and property, standards of efficiency, economy of operation and maintenance, standards of design, and it will also note facility excesses or deficiencies.[7]

Next the BFRL is forwarded to an area coordinator for his review and priority listing. The coordinator is most often the commandant of one of the naval districts. The Commandant of the Eleventh Naval District at San Diego, for example, has twelve major naval activities under his purview so he can evaluate more objectively the needs of the whole area than could one activity. He will often

---

[7] Appendix D.

recommend the combining of construction needs for the benefit of all and at cost savings.

The BFRL now goes to the station's sponsoring bureau for approval. The following list shows the sponsoring bureaus concerned with chapel construction:

Facilities Category	Sub-Category	Sponsor
Shipyard	Shipyard	Ship Systems Command (Buships)
Weapons	Air Training Marine Corps Air Ordnance	Air Systems Command Ordnance Systems Command (BuWeps)
Marine Corps	. . .	Marine Corps
Service School	. . .	BuPers
Medical	. . .	BuMed
Yards and Docks	. . .	Facilities Engineering Command (BuDocks)
Communication	Director of Communications	OPNAV
Research	Director Naval Research LaBs	Chief of Naval Material
Field Support Activity	Naval Station	Chief of Naval Operations

The sponsors submit to OPNAV their consents on line-items for all activities under their management control. The sponsor can

(1) delete invalid requirements, (2) add any valid and necessary line-items not already included, and (3) incorporate recommended changes.

The office of the Chief of Chaplains serves as consultant and advisor to the various sponsoring systems commands and also again at the military construction branch of Bureau of Naval Personnel which reviews all personnel support activities.

Next fleet commanders-in-chief submit to OPNAV their comments on line-items for all activities which directly support their operational forces or associated supporting programs as well as activities under their military command. Comments are supplemented by an integrated priority list of all line-items.

Now the chapel submission request reaches its most difficult military scrutiny in the office of the Chief of Naval Operations. The submission of a military construction line-item is a request for a share of the money allotted to the Navy as a whole. By the time all priority items reach OPNAV chances are they will total more than the apportionment received. This is where the effort of planning and programming of the unit chaplain can manifest itself. When he helped draw up the Basic Facility Requirements List his study had data that now justifies his line-item chapel request. Here there is a five-fold review beginning with the Military Construction Review Board.[8] This

---

[8] Interview with Mr. Thomas Smyth, Real Estate and Development Division, OPNAV.

board is an agent of the Chief of Naval Operations, composed of the following members of his staff (OPNAV) and chaired by the Director Shore Activities Development and Control Division (OP-44):

1. Director of Fleet Operations and Readiness (OP-01)
2. Director of Logistics Branch (OP-04)
3. Director of Air (OP-05)
4. Director of Research and Development (DNR)
5. Director of Communications (DNC)
6. Director of Field Support Activities (FSA)
7. Representative of Marine Corps

These men as CNO's representatives for all Navy planning will act on realistic and justifiable data as it is presented to them. Before the program leaves OPNAV it is further examined by the Chief of Naval Operations Advisory Board and the Vice Chief of Naval Operations.

From OPNAV the chapel plan and program goes to the Secretary of the Navy for review. Here it also must be examined by the Assistant Secretary of the Navy (Installations and Logistics) and the Navy Comptroller. The Secretary of the Navy reviews all line-items.

Because of the time factor the next review is held jointly between the Office of the Secretary of Defense and the Bureau of the Budget. Staff personnel of the two organizations work closely together which permits specialized examination as to justifications and

assumptions. At this level the program is also scrutinized by the Assistant Secretary of Defense (Installations and Logistics).

Now the plan and program enter their final phase before appropriation and funding are approved, namely, scrutiny by Congress. (Diagram 1). Inasmuch as Congressional review is the highest level of review it is often assumed to be broad and general. This is not so. Congressmen base their queries on their experience, knowledge, and interests. The amount of work that has to be done by Congressmen in reviewing all items to be funded is tremendous. Therefore, in order to perform its work more effectively Congress divides its labors by using the committee system. Each chapel line-item will be examined by four committees, namely, the

1. House Appropriations Committee.
2. House Armed Services Committee.
3. Senate Appropriations Committee.
4. Senate Armed Services Committee.

Once again the importance of firm justifications prepared at the operation level cannot be over-stressed. If firm data is furnished, Congress is inclined to act favorably. An example of an exchange during hearings follows:

> Admiral Riggs: The thing that bothers me is that we have a seating capacity for 150 but the attendance goes between 200-210. People are standing.

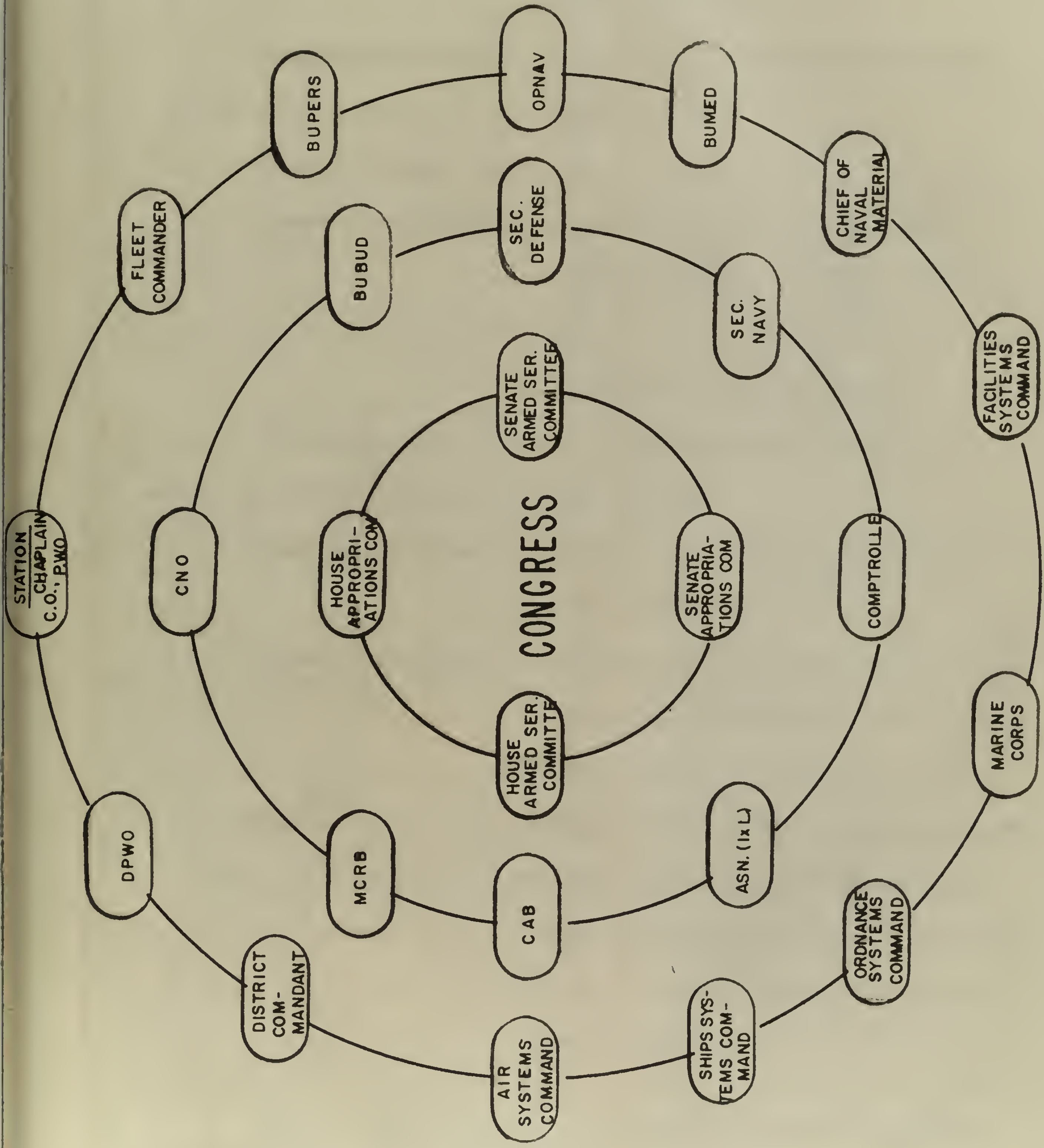


DIAGRAM 1

CHAPEL REVIEW GALAXY

I do not know how we are going to lick that problem.

Congressman Sikes: Does this provide for any additional space?

Admiral Riggs: No, Sir.

Congressman Sikes: Congress has been generally sympathetic to problems of this nature. We invite you to explore the possibilities of a new building.[9]

Another example concerns appropriation of $230,000 for a chapel at Naval Air Station, Fallon, Nevada:

Congressman John J. McFall: You have a chapel already at this installation.

Captain MacDonald: There is a home-made chapel in what used to be a workshop. It is in old World War II type structure. It is difficult to maintain. It is an old part of the station. The new chapel proposed here would be built on the other side of the field where the new installations are.

---

[9] U. S., Congress, House, Subcommittee of the Committee on Appropriations, Military Construction Appropriations for 1967, 89th Cong., 2d Sess., 1967, pp. 779-81.

Congressman John J. McFall: You have over 2,000 personnel at this instillation.

Captain MacDonald: Yes, Sir.[10]

The chapel was approved.

The Shore Facilities Planning and Programming concept must be considered in another light, namely, timing of budget cycle. In the civilian community a church building committee would work from what imputs were available, namely:

1. Number of people in the area to be served.
2. Anticipated income or revenue.
3. Age group of adult members.
4. Number of children for religious education training.
5. Growth potential of area.

These imputs would determine the parish objective or goal as to size and needs.

> Budget is a reflection of the goals and objectives of the church and a description of how they are to be met. It is a committment and authorization to carry out or to attain established goals and objectives. . . . The program comes first and should control the budget--not the other way around.[11]

In Navy military construction the opposite is true in that the

---

[10] Ibid., 1st Sess., 1966, p. 455.

[11] Harry Robert Page, Church Budget Development (Englewood Cliffs, N.J.: Prentice Hall, Inc., 1964).

budget is determined first. Formulating the Navy's budget normally takes about 19 months, beginning with the issuance of requirements by the Joint Chiefs of Staff in December and ending with the appropriation of funds by Congress, approximately a year and a half later. The Joint Chiefs of Staff start the budget cycle by presenting to the Secretary of Defense their considered statements of strategic concepts and military requirements based upon national security commitments.

Upon the receipt of the guidelines from the Secretary of Defense, the Secretary of the Navy directs that "Navy Programs Objectives" be prepared. The preparation of the "Navy Programs Objectives" for each station is the responsibility of the Chief of Naval Operations. He issues logistic planning guidance and forecasts on a continuing basis. The program objectives become the broad basis for preparation of the annual Navy budget requests.[12] In addition to the Navy Program Objectives (PO) he also issues to all bureaus and offices of the Navy Department the Navy Objective Plan (NOP) and the Navy Effective Program Projections (EPP).[13]

The over-all planning and programming for military construction at the various Navy command levels in conformance with

---

[12] Financial Management in the Navy, Bureau of Naval Personnel publications NAVPERS 10792-A, 1962.

[13] OPNAV Instruction 11010.1D of 30 July 1962.

the CNO program objectives takes place between 1 December and 1 February at which time they are forwarded to the office of CNO. This gives CNO a rough idea of the size of the Navy program as set forth by his program objectives and he so advises the Secretary of the Navy. The Secretary of the Navy and the Secretary of Defense will meet many times during the spring months to discuss the Navy's programs and needs in more detail. The Secretary of Defense in turn informs the Bureau of the Budget of the total defense needs of the Army, Navy, and Air Force. In June the Bureau of the Budget develops the total expenditure estimates of all twenty governmental agencies and makes recommendations to the President.[14] In addition to the information provided by the agencies, the Bureau of the Budget consults with the Council of Economic Advisers to obtain a forecast of economic conditions, with the Treasury Department to obtain an estimate of revenue flow, and with the President and his staff in order to bring to his attention problems that require his decision.

The Director of the Bureau of the Budget by mid August issues a policy letter to the heads of the departments and agencies. This policy letter transmits to the agencies the budget ceilings or targets which have been established by Bureau of the Budget recommendations and Presidential decisions. Between 15 August and 1 October efforts are made by all agencies to have their programs meet the budget

---

[14] Ibid.

decisions of the policy letter. Once again each sponsoring bureau of a program must evaluate the requirements of field activities against the program objectives. The final Navy program must be submitted to the Department of Defense by 1 October. Once again the newly submitted plans, programs and budget are reviewed by the Bureau of the Budget and the President. The final budget document and message are readied and transmitted to Congress during the third week in each January. (Diagram 2).

The Navy is usually involved with several annual budgets at one time. For example, during February 1967, the status of the budgets was:

FY 1967 . . . . . . in process of execution.

FY 1968 . . . . . . in process of review before Congress.

FY 1969-1972 . . . in process of planning and development.

The importance of obtaining a high priority classification with a well planned program based on accurate estimates with clear and factual explanations and the importance of timing in the budget cycle have been emphasized in the preceding paragraphs. The next chapter will emphasize the chaplain's responsibility as a manager to produce this realistic program.

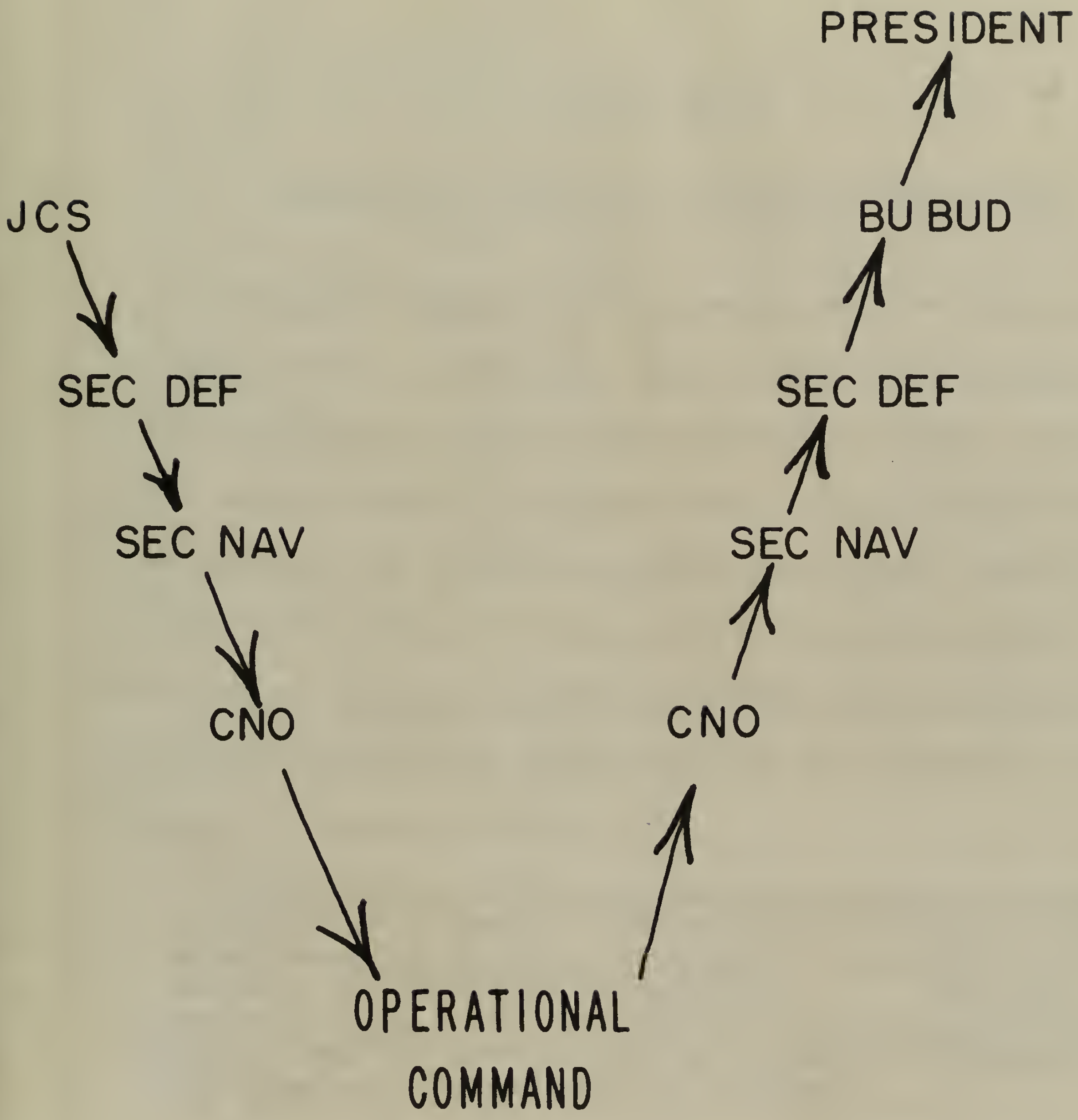


DIAGRAM 2

BUDGET CYCLE

CHAPTER IV

MANAGERIAL ROLE OF A CHAPLAIN UNDER PPBS

Congress looks upon military leaders today not only as military men but also as managers. Congress expects that the Navy's portion of the over-all defense budget reflects true needs. Its budget is not merely a vehicle for obtaining funds. Congress expects that annual programs are developed, practical, and accurate. This means that commanding officers are going to have to justify themselves as good resource managers. In turn, commanding officers will expect their department heads to advance good plans and programs--and unit chaplains are department heads.

> Military Force as an instrument of the policies of nations is not about to be abolished, and attempts to base our morality on the dream that it will be are doomed. . . . Nuclear weapons have not deterred unjust aggression. . . . Love of our neighbors obliges us to take an active part in the preservation of their lives and freedom and in the creation of conditions in which they can work out their own salvation.[1]

Under PPBS and the Five-Year Force Structure the base chaplain must begin his approach to chapel construction by reviewing the following questions as they will be asked all along the chain of command:

---

[1] Alain C. Enthoven, "Reason, Morality, and Defense Policy," America, (April 6, 1963), p. 461.

1. Is this program needed
2. What is its priority?
3. Is this program appropriate for this base?
4. Is the proposed approach a sound one for accomplishing this program?
5. Is this the right time to start, continue, or complete the program?
6. How are the costs of the program determined?
7. How do the costs compare with similar programs at other stations?

Planning and programming now become of prime importance to each staff planner. Every dollar spent must be spent wisely. Hereafter the Navy will have to work harder and harder to accomplish its overall mission with the limited funds available. Sufficient funds are never available for all programs which have merit. New ships, aircraft, and their equipment carry ever-increasing price tags. The increased cost of new complex weapon systems carries over into higher costs of technical facilities to support them. Maintenance costs for these systems are steadily rising. Therefore it behooves staffs to develop realistic plans and programs since all planning must ultimately be translated into dollar figures. The personal actions of each staff member have a bearing on the entire command structure.

(1) Planning is the production of meaningful potentials for the selection of courses of action through systematic consideration of alternatives.

(2) Programming is the specific determination of manpower, material, and facilities to accomplish a mission.[2]

Developing plans and setting programs must be a dual approach from the top down and bottom up. Some of the most spectacular cost saving plans come from the so-called lower end of the line of management. PPBS will establish greater control over the effectiveness of planning and programming as the manager will now be better able to compare performance to plan. A well-planned program involves the definition of basic objectives, methods of reaching objectives, and forecasting benefits to be realized. It relates forecast of services and things needed, i.e., careful estimates of personnel, facilities, supplies, equipment, and services needed to carry out programs. For the unit chaplain this will require him to draw upon his experience, imagination, and creativity, and not follow the old attitude of waiting until the top-level of management decides on needs. What was good in the past is not good enough now and special staffs either go ahead with new ideas or else they will lose their effectiveness as members of the management team at the operational level.

Management has no choice but to anticipate the future, to attempt to mold it and to balance short-range and long-range

---

[2] David Novick, Program Budgeting, Rand Corporation, 1965.

> goals. It is not given to mortals to do either of these well. But lacking divine guidance, business management must make sure that these difficult responsibilities are not overlooked or neglected but taken care of as well as is humanly possible.
>
> Predictions concerning five, ten, or fifteen years ahead are always "guesses." Still there is a difference between an educated guess and a "hunch," between a guess that is based upon a rational appraisal of the range of possibilities and a guess that is merely a gamble.[3]

PPBS will make the unit chaplain more efficient relating to dollar spending, as it will help to identify opportunities for increasing efficiency. Consideration of long-range requirements bring up thoughts of future maintenance and will additional money be required to carry out or complete a program? Cost consciousness must be injected at the operating level as this will historically become in the future the basis and foundation of requested budgets to Congress.

PPBS will make the operational chaplain's budget more meaningful because it will make it much easier to estimate requirements and to justify those requirements in a rational way. When one is asked to authorize money, he usually asks two questions:

1. What do you propose to do?
2. How much is it going to cost?

Until now the operational chaplain could not answer these two questions as he had no formal budget and what little he had was slanted toward bits and pieces.

---

[3] Peter F. Drucker, The Practice of Management (New York: Harper & Bros., Publishers, 1954), pp. 88-89.

For the government as a whole, and for the Chaplain Corps in its proper degree, the First Hoover Commission Report in 1949 pointed out a great need for reform in the methods of budgeting, and the keystone recommendation to improve the budgetary process called for the adoption of a budget based upon functions, activities and projects.[4] Such an approach would focus attention upon the general character of the work to be done, rather than upon small tangible things, such as, supplies. The important objective in mission budgeting is the work or services to be accomplished and what the work or services will cost. The Second Hoover Commission in 1955 recommended a "program budget" which emphasizes policy objectives and long-range projections.[5]

For the future, in requesting funds for an operating activity, the manager must be able to specify his plans and the costs of achieving those plans. Now the manager will know just what funds have been approved for his activity. The manager will know the full cost of operating his program and what it costs to increase or decrease his level of activity. This should make the budget preparation easier for the manager and more realistic. As he gains a better understanding of his total operating costs, the manager will be in a

---

[4] U. S. Commission on Organization of the Executive Branch of the Government, Committee on Independent Regulatory Commissions (Washington, D.C.: U. S. Government Printing Office, 1949).

[5] Ibid., 1955.

better position to identify operating savings associated with increased programming. As Burkhead states, the most important consequence of performance and program budgeting is that it increases the responsibility and accountability of management.[6] It shifts detailed responsibility and decision-making authority to the operational level.

PPBS for the Chaplain Corps will make the operational manager no longer just an administrator who manages separate resource categories but it will make him a decision-maker who is responsible for getting a particular job done with planned, programmed and budgeted resources. He will be motivated to achieve outstanding performance by acting effectively and efficiently.

Now he will be able to plan and program

1. What is to be done.
2. When it is to be done.
3. How it is to be done.
4. Who is to do it.

His program will translate his plan into specific and proposed operational programs where his long-range planning becomes the conscious determination of courses of action to achieve his prescribed goals. He will now be conducting an operation according to a plan and program which can be evaluated both by himself and his superiors. He will be

---

[6] Jesse Burkhead, Government Budgeting (New York: John Wiley & Sons, Inc., 1963).

a part of the management team at the operational level. The system will discipline his entire operational effort for the betterment of the entire Chaplain Corps because the unit chaplain will now be able to focus his efforts on missions, not isolation of events in a haphazard manner. There will be a match between programs to be carried out and the financial resources authorized to carry it out. This will avoid the frustrating situation in which the chaplain is told through one channel that he is responsible for doing a certain job, i.e., running a complete chapel program, but is told through another channel that he cannot have the resources required to do it.

> The preparation of the operation is the result of a twofold effort of planning and organization. To plan is to deduce the probabilities or possibilities of the future from a definite and complete knowledge of the past. To organize is to define and set up the general structure of the enterprise with reference to its objectives, its means of operation and its future course as determined by planning. . . . Thus in organization, the theoretical concepts of planning are translated into facts.[7]

As a member of the PPBS team the chaplain's hitherto difficult problem of communication is greatly reduced both in the horizontal pattern and in the upward vertical pattern. Horizontal communication provides the opportunity for individuals in one part of the organization to understand the problems of those in other departments.[8]

---

[7] C. Seckler-Hudson, Organization and Management: Theory and Practice (Washington, D. C.: The American University Press, 1955), p. 102.

[8] Henry H. Albers, Organized Executive Action (New York: John Wiley & Sons, Inc., 1963).

[illegible]

> [illegible]

[illegible]

---

[1] [illegible]

[2] [illegible]

It can become the basis for empathy, which in turn can result in cooperation and more effective direction of the efforts of the parts toward the accomplishment of the aims of the whole. It is at the local command level where action becomes effective, where interaction occurs which results in force being brought to bear toward an objective, in this case adequate religious facilities for station personnel. If the chapel program is to succeed, the commanding officer must wholeheartedly support the plan as the priority of need is assigned here. Horizontal communication provides the basis for more effective organizational action by promoting cooperation and team work.

Upward communication can provide feedback needed to determine whether or not previously set criteria by top management is realistic. In the Navy way of life, communication should follow the chain of command, step by step, upward through the organization until it reaches the level where appropriate action can be taken to meet the operational objective. Care must be taken not to bypass the chain of command because to do so is to create an aura of distrust in the intermediate levels which could eventually cause a complete breach in the flow of information upward through normal channels. Thus the station chaplain must plan and program well, remembering that it is at the local command level where action becomes effective. His program must be supported by accurate estimates and justification data based on the following factors:

1. A well-planned program of work. This includes the work to be accomplished in issued program guidance and projected operations. The various methods of obtaining the objectives must be considered and the most economical one should be chosen.

2. A reliable forecast of services and material required. The volume of supplies, services, and equipment must be carefully measured. (Experience data accumulated in previous years are tools which can be used effectively to make these forecasts.)

3. Comparison with like programs from other stations. Related experience is useful in building for the future.

4. Consideration of long-range requirements. The estimates must be examined for long-range implications. How does the effect of present outlays change the outlays of the future?

5. Clear and factual explanations. A valid explanation of the methods used to estimate requirements and costs together with information for carrying on the programs proposed form the basis of the budget justification.

With ever increasing complex activities and the direct effects of command decisions on the entire organization, a commanding officer looks to his staff for assistance and advice needed to exercise his responsibility more efficiently and economically. The base chaplain should have at his finger tips the facts and figures concerning chapel

operations so that he can make these facts and figures contribute effectively to sound and economic planning, programming, and budgeting.

CHAPTER V

SPECIAL CHAPEL ACQUISITION PROGRAMS

Hospitals.

Chapels at hospitals are included in the total cost of the basic military construction program submitted by the Bureau of Medicine and Surgery just as are requests for wards and operating rooms. The justification of the hospital chapel is based on Department of Defense criteria[1] for the number of personnel at an installation. The following estimates were used to justify a 150 seat hospital chapel at Corpus Christi, Texas.[2]

Billet Structure

- Married officers, 28
  - 75% will live on board station 21
  - Average statistics for U. S. family is 3.5 children 74
- Married enlisted, 103
  - 35% will live on board station 36
  - Average statistics for U. S. family is 3.5 children 126

---

[1] DoD Instruction 1330.3 of 4 September 1963.

[2] Interview with Lt. John Hendron, MSC, USN, Facilities Planning Division, Bureau of Medicine and Surgery.

Bachelor Officer Quarters	30
Enlisted Barracks	114
Patients, 225	
Ambulatory, 75%	169
Civilian Employees, 124	
60% on duty	74
Total population	587

Rehabilitation or renovation of a hospital chapel, not exceeding $25,000 would come out of the hospital's operating and maintenance fund.

Service Academies.

1. Naval Academy at Annapolis, Maryland.

The first chapel at the Naval Academy was erected in 1869. It was torn down and the present impressive Gothic chapel was dedicated in 1908. It was remodeled and enlarged in 1939 in order to permit the seating of a congregation of 2,500.[3] Funding for this chapel came from appropriated funds.

2. Coast Guard Academy Chapel at New London, Connecticut.

This beautiful chapel was not programmed nor budgeted through the regular military construction program but was built

---

[3] History of Chaplain Corps, Vol. 1, NAVPERS.

through voluntary subscription from Coast Guard personnel and through donations from friends.

Moblization Construction Plan.

Another chapel planning and programming project is participation in the Mobilization Construction Plan (MOBCON). The Mobilization Construction Plan lists by line-items the total construction needed to support the operating forces in the event of general or partial mobilization in the current year. The MOBCON is considered as a supplement to the Navy Logistics Capabilities Plan (NLCP) and it will furnish the information needed to modify and augment existing construction programs in the event of a national emergency. Data on line-items for inclusion in the MOBCON are submitted by sponsoring bureaus to Chief, Facilities Engineering Systems Command, who is responsible for submitting recommendations for revisions to the MOBCON to render it feasible of accomplishment.[4]

Naval Training Centers.

Our large recruit training centers at Great Lakes, Illinois, and San Diego, California, have always lacked chapels of adequate size. At Great Lakes drill halls are used for divine services and at San Diego, because of favorable weather, an outdoor boxing arena is

---

[4] OPNAV Instruction 11010.1D of 30 July 1962, Sec. 4.

used. The experience gained of trying to provide proper spiritual guidance in this atmosphere, however, has aided in the proper planning for chapels at the new recruit training center at Orlando, Florida, where two 1,000 seat chapels have been approved. One has already been funded for FY '67 and the other programmed.[5]

Chapels acquired by lease, purchase, or inter-service transfer.

At present the Navy is leasing the chapel used at Forrestal Village, Navy enlisted housing area, Great Lakes, Illinois. This chapel is owned by the Presbyterian Church. It was built on land loaned to the church by the federal government to take care of the spiritual needs of a large federal housing project. The housing project has since been acquired by the Navy for Navy enlisted personnel stationed at Great Lakes. A Navy chaplain is assigned to the chapel and the chapel complex is leased for approximately $7,000 per year.[6]

Some Navy chapels were secured by purchase of already constructed churches. The very beautiful chapel at the Naval Security Station on Nebraska Avenue, in Washington, D. C., was the Elizabeth Somer's Memorial Chapel of the Mount Vernon Seminary for girls. This chapel was built in 1925 and purhcased by the Navy in 1942,[7]

---

[5] Interview with Cdr. Leon Darkowski, CNC, USN., Chief of Chaplains Office, Washington, D. C.

[6] <u>Ibid.</u>

[7] Official Records, Navy Security Station, Washington, D. C.

when it purchased the land for the security station.

A former Catholic Church now a Navy chapel, on site of one of the first Catholic parishes in the United States, is that at the Naval Air Station, Patuxent River, Maryland, acquired when the Navy purchased land for the air station.

The chapel at the Naval Base, Olongapo, Subic Bay, Philippine Islands, was rehabilitated from a previous Roman Catholic Church standing on Navy property.

The chapel at the Naval Ammunition Depot, Hastings, Nebraska, was originally built by the Salem Evangelical German Congregation. The Church was on land purchased by the government and moved eight miles to its present site.[8]

The Navy has obtained some chapels via inter-service transfer. These chapels were built originally from appropriated funds. Turner Air Force Base at Albany, Georgia, will become Naval Air Station, Albany, Georgia, on 1 July 1967, and the chapel transferred to the Navy Department.

When the Coast Guard acquired Governor's Island, New York, from the Army in 1965, the chapel property was transferred to the Treasury Department and a Navy chaplain assigned to this billet.[9]

---

[8] History of Chaplain Corps, Vol. VI, NAVPERS.

[9] Interview with Cdr. Leon Darkowski, CNC, USN., Chief of Chaplains Office, Washington, D. C.

Navy and Marine Corps personnel always managed to construct chapels wherever they were during World War II. Two examples of this spirit are manifested in the chapels at Naval Air Station, New York, Floyd Bennett Field, where the "weekend warriors" built a chapel in their off-duty hours with volunteer labor. Another example is the chapel at the Sea Bee base at Davisville, Rhode Island. This chapel was built as a practical training project for seabees learning the building trades.[10]

The "Cathedral of the Air" Chapel, built in 1931 at the Naval Air Station, Lakehurst, New Jersey, has the distinction of being the only chapel constructed at a Naval installation by popular subscription. Over $71,000 in cash was raised for its construction, mostly through the efforts of the New Jersey American Legion.[11]

The efforts to provide adequate chapel facilities for Navy personnel draw from many facets. Efficient planning and programming consider the use of many alternatives. The preceding paragraphs illustrate some of the unusual ways chapels are acquired using economical means.

---

[10] Records at Chief of Chaplain's Office, Washington, D. C.

[11] Ibid.

CHAPTER VI

SUMMARY

The submission of a request for a chapel in the military construction program is, in effect, a request for a share of the money appropriated to the Navy for this purpose. Since this appropriation is limited, it rests with military managers, chaplains for chapels, to build a firm foundation upon which their request is planned and programmed if it is ever to be budgeted.

To insure that proper priority will be assigned at each stage of review, the original request must be objective, coordinated with station plans, demonstrate a real need, provide multiple sources of data, list alternatives, and be realistic.

The answer to the question posed in the introduction, namely, does the U. S. Navy have a viable and consistent approach in the matter of navy chapel construction, is yes. While the system seems complicated in its review stages, it, nevertheless, represents our system of government at work, with its checks and balances. If the need is present and justified, a chapel will be approved. If the request represents only a power play or a personal desire, it will be turned down. The present system will never permit a "status quo" attitude but

demands a dynamic approach which in the long run is the heart of the democratic process.

Hypothesis 1 stated: The criteria for the establishment of all Navy chapels and religious educational facilities as set by the Office of the Secretary of Defense are not practical.[1] This hypothesis is found to be correct because there are too many variables to be considered, other than just numbers of personnel, if a chapel construction plan is to meet the critical tests of military construction program review.

Hypothesis 2 stated: That chapel construction requirements are made to compete with operational requirements of bases, which is unrealistic.[2] This, too, is correct because a station commander is inclined to be output oriented. The result is that support activities, such as chapel, are relegated to a low priority consideration in favor of output oriented operational facilities.

One qualification to be stressed on the part of sponsoring bureaus would be for them to give a reasonable amount of consideration to support activities as they relate to operational requirements. Proper support facilities will in the long run increase operational efficiency. Of the sponsoring bureaus it would seem that Air Systems Command (old BUWEPS) has consistently stressed a fair consideration for support activities. Of the nine sponsoring bureaus for chapel construction

---

[1] _Supra_, pp. 3-4.

[2] _Supra_, pp. 3-4.

they have been the most responsive over a long period.[3]

Although broad policies and objectives are determined in Washington, the station commander and his staff provide direction, measurement, and factual data necessary to reach program objectives. Although budgets represent restrictions, planning and programming within such restrictions provide the best way for the Navy to get the most out of available resources.

---

[3] Appendix E.

How the Chapel Was Built and Furnished

BUILDING THE CHAPEL

¶ In the autumn of 1937, the Commandant, Rear Admiral Edward B. Fenner, determined that a chapel would be of benefit to the personnel of the Navy Yard and visiting ships, and obtained permission of the Department to convert two unused hospital buildings for that purpose. Captain J. J. London, as Captain of the Yard, gave his support to the erection and equipment of the new chapel.

¶ In adapting these hospital buildings to a chapel, the Public Works Officer, Captain Ernest R. Gayler, prepared plans based upon a design of a New England type church published in a book entitled the "Small Church" by F. R. Weber. Bishop S. Arthur Huston arranged for consultations with Mr. C. A. Merriam, a leading architect of Seattle. Drawings and blueprints were prepared by Messrs. Foot and Bergseth of the Architectural Group of the Public Works Department.

¶ The roof tiles, unacceptable for another project, became available. Bricks and lumber, which were salvaged from other buildings formed the foundations and sidewalls. Roof beams from the Commandant's condemned stable were antiqued with acetylene torches, and became the chapel beams. Electric heating and plumbing were installed. The labor was performed under the direct supervision of Lieut. Comdr. Fink, by civilians authorized by emergency relief funds.

¶ Oak and dogwood trees, shrubs, and sod were transplanted from various parts of the Yard under the direction of Lieut. Comdr. Fink and Mr. E. T. Jones.

¶ When the chapel was officially opened on 7 August, 1938, with speeches by the Commandant, the Public Works Officer, and chaplains of both the Catholic and Protestant Churches, it presented the appearance of a modest but reverent place of worship.

THE CHAPEL ORGAN

¶ Immediately following the opening of the chapel, contributions for a pipe organ were received from the officers attached to the Navy Yard and Ammunition Depot. These contributions totaled $579.35. To this, $420.65 was added from contributions from ships present, and an organ fund of $1,000.00 was created. Captain London accepted contributions from the ships present, while the Yard Chaplain received donations from the Yard personnel.

¶ The Chapel Advisory Committee (composed of Captain London, Col. Caprun, USMC, Comdr. Wynkoop, Comdr. McCarty, Comdr. Moran, Comdr. McPherson, Comdr. Boone, Lieut. Comdr. Hartung, Lieut. Comdr. alor, and Chaplain Riddle) designated a sub-committee to select an organ. After consultation with Mr. Adam Jardine, the organist of St. Mark's Cathedral, the contract was given to Balcom & Vaughan, master organ builders of Seattle. An Estey organ, in excellent condition (but unused due to the advent of radio) was purchased from a theatre, unsuitable parts were removed, and the present organ was constructed by adding necessary new parts, and modern electric control equipment. A satisfactory build up from the flutes to the great and swell organs was achieved through the installation of 409 pipes.

¶ The chancel was remodeled, providing an organ chamber, and the motor generator-blower was installed in a sound-proof pit through the assistance of Commander R. E. Thomas, the Public Works Officer, and Lieut. Comdr. A. Hartung.

THE ALTAR WINDOW

¶ In May, 1938, four of the leading stained glass studios in the United States were asked to submit designs and estimates on an altar window. These estimates varied between $450.00 and $500.00 for the highest type of design, workmanship, and glass. The estimate of the J. & R. Lamb Studios of Tenafly, N. J., was accepted on account of their grasp of local problems, the beauty of the designs submitted, and because Miss Katherine S. Lamb had designed windows for the Leland Stanford Chapel, Plymouth Church, Brooklyn, the Manila Cathedral, and two of the leading churches in Washington, D. C. The contract specified that Katherine S. Lamb should personally execute a design of the crucifixion scene following the Chartres school in conception and color. The body of Christ was to be strong and manly, and a young man (representing the Navy man) and a young woman with a baby (representing the Naval family) were to be included in the scene. The star and anchor of the Navy, and the dove and Bible of the church were specified as details. $500.00 was donated for this window by 64 Naval Chaplains, and it was installed in December, 1938, behind shatter-proof glass.

THE ALTAR

¶ The design for the Chancel and Altar was submitted by the J. & R. Lamb Studios. Since it was not practicable to raise five hundred dollars for the purchase of an altar, permission was obtained to use the Lamb design and construct the altar in the Navy Yard.

¶ Detail drawings were prepared by Mr. Bergseth, of the Architectural Group of the Public Works Division, cabinet work was accomplished by Chief Carpenter's Mate B. R. Smith, of the Navy Yard, under the direction of Chief Carpenter J. A. Austin of the U. S. S. Tennessee. Ernst Gebert of the Architectural Decorating Company, of Seattle, carved the altar entirely by hand. The U. S. S. Tennessee and the Navy Yard cooperated in furnishing material, technical advice and skilled civilian labor.

¶ The symbolism includes (a) Alpha and Omega, representing God. (b) The Cross above the clouds at sunrise. (c) The oak leaves of the Navy. (d) Grape cluster and vine, symbolizing the Protestant Communion and the Catholic Mass. (e) The dolphin and anchor, representing the sea and ships.

¶ The dossal (altar hanging) was furnished by Mrs. Dodge of the Church Supply Company of Seattle.

THE PEWS

¶ The pews were constructed in the Receiving Station Carpenter Shop by two Naval and two Marine carpenters from materials supplied by the Public Works Division, following a design obtained from the "Small Church" by F. R. Weber.

THE CHANCEL RAILS

¶ The chancel rails were designed by Mr. Bergseth of the Architectural Group. Skilled labor was furnished by the U. S. S. Nevada, material was furnished by Captain L. F. Kimball, the Commanding Officer of the Receiving Station. The carving was done by Ernst Gebert, and is a gift of Mrs. Truman P. Riddle. The cabinet work was done by Chief Carpenter's Mate B. R. Smith, assisted by John Grisham, Carpenter's Mate, third class.

OTHER GIFTS

¶ The Baptismal Font · · · The enlisted men of the Yard and of the U. S. S. Jarvis and U. S. S. Patterson.

¶ The Altar Cross · · · The Warrant Officer's Club.

¶ The Altar Candlesticks and Altar Cloth · · · St. Paul's Church, Bremerton.

¶ The Altar Vases · · · Anonymous donor.

¶ Altar Accessories · · · The New York Altar Guild.

¶ The Lectern · · · Anonymous donor.

¶ The Chapel Carpet · · · Captain and Mrs. A. C. Read.

¶ The Chancel Chairs · · Anonymous donor.

¶ The "Virgin of Antipolo" · · · Chaplain and Mrs. Riddle.

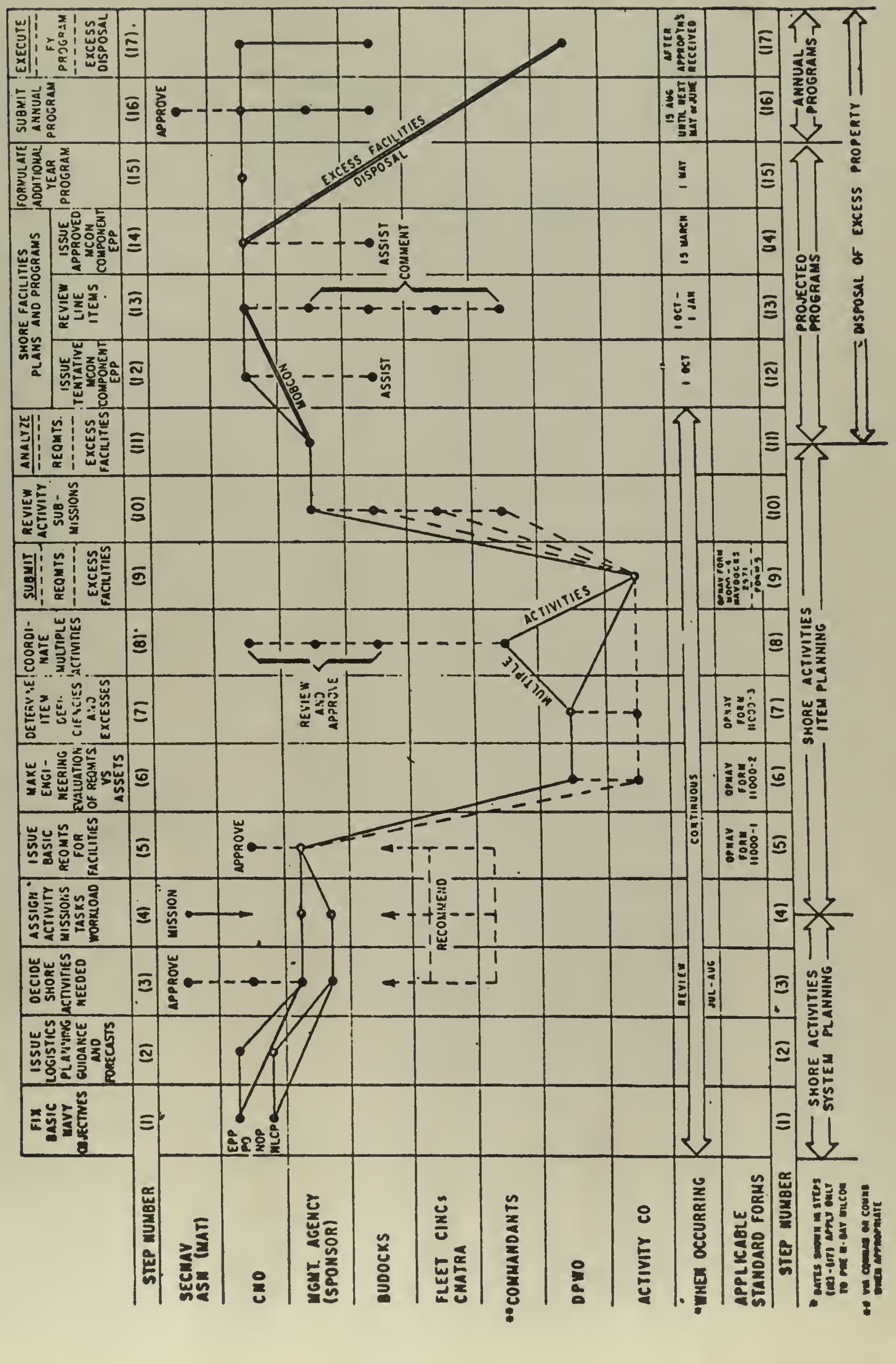
¶ Choir Vestments · · · The parents of the "Easter Chorus."

¶ The Christmas Manger · · · Anonymous donor.

—Puget Sound Navy Yard, May, 1939.

APPENDIX B

SHORE FACILITIES PLANNING AND PROGRAMMING CHART



APPENDIX C

SHORE ACTIVITY BASIC FACILITY REQUIREMENTS
OPNAV FORM 11000-1 (REV 6-60)

CLASSIFICATION STAMP

CATEGORY NO.	FACILITY DESCRIPTION	QUANTITY REQUIRED PRE-M-DAY	QUANTITY REQUIRED POST-M-DAY	UNIT OF MEASURE	DURATION OF REQMT.	MOBIL. PEAK LOAD	REMARKS
1	2	3	4	5	6	7	8

BASE LOADING

	CV/VT	VP/VR	Helo	VP(S)	O&R	PERSONNEL Military Off.	PERSONNEL Military Enl.	PERSONNEL Civilian Graded	PERSONNEL Civilian Ungraded
NAS	15	3	2		61	12	301	20	350
Commands						24	61		
Marine Sec Forces						3	94		
Miscellaneous	3	1	1	1		25	220		
Operating	108	13	51			552	2937		
Rotational/Deploy						36	56		
Occ/Trans	16	2				40	120		
Students						10	1000		
NALF (Component)			1						
Branch Aviation Supply Office (Tenant)						1	20		

CATEGORY NO.	FACILITY DESCRIPTION	PRE-M-DAY	POST-M-DAY	UNIT OF MEASURE	DURATION OF REQMT.	MOBIL. PEAK LOAD	REMARKS
111	Runway Primary 8250 ft	275000	275000*	SY	10-15		NAV WEPS PLAN STD
111	Runway Secondary 5800 ft		193000*	SY		+6	NAV WEPS PLAN STD
171 20	Applied Instr. Bldg.	4080	4080*	SF	10-15		By experience
--							
211 10	Aircraft Maint. Hangar	40000	40000*	SF	10-15		NAV WEPS PLAN STD
218 20	Equipment Maint. Shop	12500	12500*	SF	10-15		NAV WEPS PLAN STD
--							
431 10	Cold Storage Warehouse - bulk	120000	120000*	CF	10-15		NAV DOCKS P-80
442 10	General Warehouse	450000	450000*	SF	10-15		NAV DOCKS P-80
--							
610 10	Administration	79140	79140*	SF	10-15		NAV DOCKS P-80
--							
722 10	Barracks	500	800*	MN	10-15	+6	NAV DOCKS P-80
--							

*When classified provide a separate OPNAV Form 11000-1.

S A M P L E

ACTIVITY AND LOCATION	ND OR AREA	SPONSOR
Naval Air Station, Independence, Missouri	COMNINE	BUWEPS

FORM STATUS IF OTHER THAN INITIAL ISSUE ☐ REVISED ☐ CHANGE NO. ______

PREPARATION DATE 1 June 1962

SHEET 1 OF 5 SHEETS

CLASSIFICATION STAMP

APPENDIX D

Enclosure (4)

EVALUATION OF EXISTING SHORE FACILITY ASSETS

CLASSIFICATION STAMP

EVALUATION OF EXISTING SHORE FACILITY ASSETS
OPNAV FORM 11000-2 (REV 9-60)

Reference: Current edition of OPNAVINST 11010.1

ACTIVITY AND LOCATION: Naval Air Station, Independence, Missouri

ACTIVITY CODE: 1452-000

ND OR AREA: COMNINE

SPONSOR: BUWEPS

FORM STATUS IF OTHER THAN INITIAL ISSUE: ☐ REVISED ☐ CHANGE NO. ____

DATE PREPARED: 30 June 1962

CATEGORY CODE 1	BUILDING NO. 2	PROPERTY RECORD CARD 3	CURRENT USE 4	% CURRENT USE 5	DESIGNED USE 6	FUTURE PLANNED USE 7	USING ACTIVITY 8	TYPE CONST. 9	EST. REMAIN. LIFE 10	UNIT OF MEAS. 11	QUANTITY OF ASSETS TOTAL 12	QUANTITY OF ASSETS SUB-STD 13
111		201 000	Runway 300x8250	100	Same			P	10	SY	275000	
171 20	99	200 799	Applied Inst. Bldg.	80	"			S	10	SF	4000	
211 10	100	200 800	Aircraft Maint. Hangar	100	"			P	15	SF	40000	40000 1/
218 20	101	200 811	Equipment Maint. Shop	100	"	Demolish		T	1	SF	12500	12500
431 10	125	200 933	Cold Storage Warehouse, Bulk	80	"			P	15	CF	120000	
442 10	76	200 652	Small Stores Gen. Warehouse	0	"	Disposal		P	10	SF	76000	
442 10	77	200 653	Gen. Stores/Ready Issue	0	"	Disposal		S	15	SF	26700	
442 10	221	450 000	General Warehouse	100	"			P	15	SF	450000	
610 10	126	200 907	Admin. Bldg.	100	"			P	12	SF	80000	40000 2/
610 90	942	200 916	Supply/Disb. Office	0	"			P	10	SF	12000	
722 40	775	200 875	Disciplinary Barracks	0	"	Demolish		T	2	MN	75	75
722 10	121	200 921	Barracks	100	"			P	10	MN	250	

NOTES 1/ Requires firewalls to meet safety criteria.
2/ Requires rewiring, lighting, etc. to bring up to acceptable standards.

Submitted by ____________ (date)

Concur ____________ (date)

SAMPLE

CLASSIFICATION STAMP

SHEET ____ OF ____ SHEETS

APPENDIX E
MCON

CHAPELS AND RELIGIOUS EDUCATION BUILDINGS AUTHORIZED FOR FISCAL YEARS 1963-1967

FY	LOCATION	DESCRIPTION	STATUS
63	*NAAS MERIDIAN	Chapel	Completed
63	*NAS LEMOORE	Chapel	Completed
63	*NAS WHIDBEY IS	Chapel	Completed
64	*NAS GLYNCO	Chapel/Rel Ed Bldg	Completed
64	CP BUTLER (CH)	Chapel	Completed
65	*NAS BRUNSWICK	Chapel/Rel Ed Bldg	Completed
65	NSB NEW LONDON	Chapel/Rel Ed Bldg	Completed
65	MCSC ALBANY	Rel Ed Bldg	Completed
65	*NAS CECIL FLD	Chapel/Red Ed Bldg	Completed
65	NS MAYPORT	Chapel/Rel Ed Bldg	Completed
65	MCB CAMP PENDLETON	Chapel	Completed
65	NS LONG BEACH	Chapel	BOD Feb '68
66	NRS SABANA SECA	Chapel	BOD Mar '68
66	*NAS FALLON	Chapel	BOD Dec '67
67	NH PORTSMOUTH, VA.	Chapel Rehab	BOD Jul '67

BOD = Beneficial Occupancy Date
* = Sponsor, Air Systems Command

BIBLIOGRAPHY

Public Documents

Department of the Navy Instructions:

Bureau of Naval Personnel. Financial Management in the Navy, NAVPERS 10792-A.

________. History of the Chaplain Corps, Vol. I. NAVPERS 15807.

________. History of the Chaplain Corps, Vol. VI. NAVPERS 15936.

Office of the Chief of Naval Operations. OPNAV notice 11010 of 2 October 1958.

________. OPNAVINST 11010.1C of 27 April 1960.

________. OPNAVINST 11010.1D of 30 July 1962.

Office of the Secretary of Defense. DoD notice 1330.3 of 4 September 1963.

Secretary of the Navy. SECNAVINST 11010.2A of 22 April 1960.

________. SECNAVINST 11010.5 of 2 March 1962.

United States Navy Regulations.

U. S. House of Representatives, <u>Hearings on Military Posture and</u> H.R. 9637. 88th Cong., 2d Sess.

________. Subcommittee of the Committee on Appropriations, <u>Printed Hearings FY 66, Military Construction Appropriation for 1966.</u> 89th Cong., 1st Sess.

________. Subcommittee of the Committee on Appropriations, <u>Printed Hearings FY 1967, Military Construction Appropriation for 1967.</u> 89th Cong., 2d Sess.

U. S. Commission on Organization of the Executive Branch of the Government, Committee on Independent Regulatory Commissions, Hoover Commission. Washington, D. C.: U. S. Government Printing Office, 1949.

________. Final Report to Congress. Washington, D.C.: Government Printing Office, 1955.

Books

Albers, Henry H. Organized Executive Action. New York: John Wiley & Sons, Inc., 1963.

Albion, Gordon Henry. The Church in the Modern World. New York: Hawthorn Publishing Co., 1963.

Burkhead, Jesse. Government Budgeting. New York: John Wiley & Sons, Inc., 1963.

Drucker, Peter F. The Practice of Management. New York: Harper & Brothers Publishers, 1954.

Hudson, C. Seckler. Organization and Management: Theory and Practice. Washington, D. C.: The American University Press, 1955.

Novich, David (ed.). Program Budgeting. The Rand Corporation, 1964.

Massie, Joseph L. Essentials of Management. Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1965.

Page, Harry Robert. Church Budget Development. Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1964.

Reilley, Ewing W. Planning the Strategy of the Business Readings in Management. Editors Max D. Richards and William A. Neilander. Cincinnati: Southwestern Press Publishing Co., 1958.

Articles and Periodicals

Anthony, Robert N. "New Frontiers in Defense Financial Management," The Federal Accountant (June 1962), 22.

Anthony, Robert N. Address Before Defense Management Systems Course, Naval Post Graduate School, Monterey, California, August 5, 1966.

Enthoven, Alain C. "Reason, Morality, and Defense Policy," America (April 6, 1943), p. 461.

Other Sources

Bureau of Medicine and Surgery. Personal Interview with Lt. John Hendron, MSC, USN, Facilities Planning Division, March 2, 1967.

Bureau of Naval Personnel. Personal Interview with Cdr. Robert Sante, USN, Pers/M representative for Military Construction, February 9, 1967.

Bureau of Marine Personnel. Personal Interview with Cdr. Leon S. Darkowski, CHC, USN, Office of Chief of Chaplains, February 8, 22, March 6, 7, and 9.

Office of the Chief of Naval Operations. Personal Interview with Mr. Thomas Smyth, Real Estate and Development Division, Military Construction.

Air Systems Command. Personal Interview with Mr. Mark R. Hanabury, Real Estate and Development Division, Military Construction.

Air Systems Command. Personal Interview with Mr. James Brenneman, Real Estate and Development Division, Military Construction.